



Prolific and Other Priority Offender Strategy Premium Service

National Premium Service Specification

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Author Catherine Lee, Kirsty Wildgoose
Distribution NCJB; LCJB chairs; agency practitioners

For further information please contact
LCJBComms@cjs.gsi.gov.uk

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1. PPO Premium Service

1.1 Introduction

The Prolific and other Priority Offender (PPO) Strategy was launched by the Prime Minister in March 2004 as a way of targeting offenders who commit the most crime and those who cause the most harm to local communities.

The strategy is in three complementary parts designed to tackle both prolific offending and its roots, comprising:

- Prevent and Deter – to stop young people entering the pool of prolific offenders;
- Catch and Convict - actively tackling those who are already prolific offenders; and
- Rehabilitate and Resettle – working to increase the number of such offenders who stop offending by offering a range of supportive interventions.

The Home Office issued national guidance in July and September 2004 on implementation of the PPO Strategy. The approach of the guidance was to provide a framework, within which Crime and Disorder Reduction Partnerships / Community Safety Partnerships (CDRP/CSPs) could shape local schemes.

However, the expectation of the guidance was that local agencies would agree a premium service for the management of PPOs, building on the experience of providing a premium service for previous initiatives such as Street Crime and the predecessor to the PPO strategy, the Persistent Offender scheme.

Responsibility for the provision of a premium service and its promotion to PPO schemes rests with Local Criminal Justice Boards (LCJBs).

This document defines a specification for the premium service, approved by the National Criminal Justice Board (NCJB) and the PPO Programme Board, to provide:

- a clear and consistent set of requirements for the premium service in Criminal Justice Areas
- a common framework for CJA-organised agencies that must operate across multiple local PPO schemes led by CDRPs / CSPs.
- examples of emerging good practice
- and a basis for LCJBs to hold local agencies to account, and in the case of the police, police authorities, for their compliance with the ambition of providing a premium service.

The premium service is expected to be developed further and updated as new good practice comes to light, or to take account of future policy changes.

1.2 What is a Premium Service?

The aim of a Premium Service is to ensure that the CJS can bring a clear and consistent approach to prioritising effort and resource on tackling priority groups of offenders.

In the past premium services have been developed for the Persistent Offender scheme (which was a precursor to the PPO initiative) and the Street Crime Initiative. This specification builds on the learning from those initiatives.

Ultimately, the expectation of the NCJB is that there should be a national CJS premium service that could readily be deployed for any group identified as a priority for the CJS.

'Premium' could take a number of forms:

- **Faster processing** – dealing with offenders quickly in order to accelerate the application of control or the provision of positive rehabilitative interventions
- **Prioritisation of resources** – although there are no resources tied to the PPO strategy from the centre, there is scope for re-prioritising resources locally to provide preferential access to programmes or deploy more experienced/ specialist staff to increase the prospects of securing the desired outcome.
- **Enhanced quality standards** – for example covering more frequent supervisory contacts with offenders or enhanced assurance / decision making processes.
- **Increased multi-agency collaboration** – effective delivery of the PPO programme requires the engagement and active participation of the Police, CPS, HMCS, NOMS, Yots and other partners, outside the CJS, as appropriate.

All these aspects are reflected in the Premium Service Specification. In some cases there may be tensions between speed and quality of processing, in which case operational staff will need to apply their judgement about the prioritisation in the individual case.

1.3 PPO volumes

There are currently about 10,000 PPOs across England and Wales, of whom only about 75% are in the criminal justice system. Compared to the overall volume of business, the number of PPO cases in the CJS at any one time is not significant.

It is estimated that about 25 PPOs are charged per day, and that there about 2000 going through the system from arrest to sentence at any one time. This means that, on average, there will be 3 or 4 PPOs to monitor per criminal court. In addition there are a further 3500 in custody.

As such, given the benefits of ensuring that such cases are dealt with effectively, the NCJB considers that it is practical for PPO cases to be given an enhanced service by all agencies.

1.4 Scope

This specification covers the Catch and Convict strand and those parts of the Rehabilitate and Resettle strand that are delivered by criminal justice agencies. In due course the intention is to extend it to cover the Prevent and Deter strand, and potentially, to incorporate the contribution of non-CJS agencies to the Rehabilitate and Resettle strand.

The premium service does not extend to judicial decision-making.

It is also constrained by the current framework of powers and policies and, in keeping with the mainstreaming ethos of the PPO strategy, builds on existing initiatives to redesign parts of the criminal justice process that define a premium service – such as the Criminal Case Management Programme (CCMP) and the Drugs Intervention Programme (DIP).

The added value for PPOs may be to ensure that all PPOs are included within the enhanced levels of service, if the service is otherwise restricted (e.g. to those who have committed particular offences).

1.5 Implementation, governance and performance management

This specification sets out a realistic yet challenging set of standards that areas should be achieving, based on a mix of mandatory standards and current practice in individual areas. It also includes examples of good practice that offer ideas for further development of local schemes.

The NCJB recognises that:

- not all areas will yet be achieving all of the specification
- there may be situations in which pressing operational circumstances mean that certain aspects of the premium service cannot be provided.

Accordingly, the expectation is that all areas will be compliant with the Premium Service by **the end of March 2006 at the latest**. This allows time for those areas that have already developed a local premium service protocol to review their local approach and revise as necessary.

However, those areas that are still developing their premium service arrangements will be expected to take account of and implement the national specification earlier, by **the end of December 2005**.

LCJBs will be responsible for ensuring that agencies are clear about the requirements of the specification and are delivering a distinctive Premium Service in their area. Precise governance arrangements can be determined locally but will need to:

- comply with the requirements of the single LCJB delivery planning process;
- reflect individual agencies' performance management arrangements in respect of those elements embedded in their own business plans;

GOOD PRACTICE: GOVERNANCE MODELS

Accountability for ensuring that a functioning PPO premium service exists rests with LCJBs. However, Government Offices are responsible for ensuring effective PPO schemes are in place in local areas and CDRPs are responsible for operating PPO Schemes on a day-to-day basis. Therefore, governance arrangements for the delivery of PPO premium service require committed and active engagement at LCJB, GO and CDRP level, and clarity about respective roles and responsibilities, supported by effective communication and coordination over PPO strategy, operations and performance. Effective governance structures for implementing the PPO strategy are developing in many areas, and provide a sound basis on which to build performance monitoring of PPO premium service.

In **Greater Manchester**, overlapping membership of boards at area and district CDRP levels ensures that mutually supportive strategies are developed and that PPO strategy is monitored at LCJB level. At the area level, for example, one of the Local Authority Chief Executives chairs a CDRP Steering Group and sits on the LCJB, providing a single point of contact and coordination between the activities of the two. At the district level, there are 10 Local Criminal Justice Groups (LCJGs) monitoring the delivery of LCJB priorities locally in coordination with CDRPs. Local Authority chief executives sit on the LCJG's with the LCJG chair (police divisional commander) also chairing the local CDRP. This ensures joint coordination of PPO activity at CDRP and local delivery group level.

Similar approaches in **Leicestershire** have been developed to connect LCJB PPO priorities with local delivery. The Area's PPO Steering Group has representation from an Assistant Chief Constable and Assistant Chief Probation Officer who link into the LCJB, and the regular agenda includes reporting on the performance of local PPO Schemes by local operational managers. Local PPO Schemes have also recently instituted four CDRP-based Local Offender Management Panels (LOMPs), chaired by local Chief Inspectors for Crime, in order to report to CDRPs on the progress of PPO cases and to address local PPO crime trends. They meet monthly to review the progress of the CDRP's PPO population as a whole, and are currently developing a performance framework to monitor PPO re-offending and progress through the criminal justice system.

- make links with regional Reducing Re-offending Partnerships (or equivalent bodies) overseeing improvements in resettlement and rehabilitation provision within the framework of the National Reducing Re-offending Plan;
- ensure access to PPO scheme level performance data from the PPO performance management framework, including the self-assessment process being coordinated by Government Offices, which is to be rolled out over the Summer 2005.



1.6 Sources for the Premium Service Specification

This specification has been derived from:

- Home Office guidance on the PPO initiative
- Other relevant CJS guidance
- Discussions with a range of practitioners, drawn from all the main agencies, across ten local areas
- Scrutiny of local Premium Service protocols in a number of areas
- Lessons from previous premium service initiatives
- Further testing with practitioners and policy makers.

1.7 Review

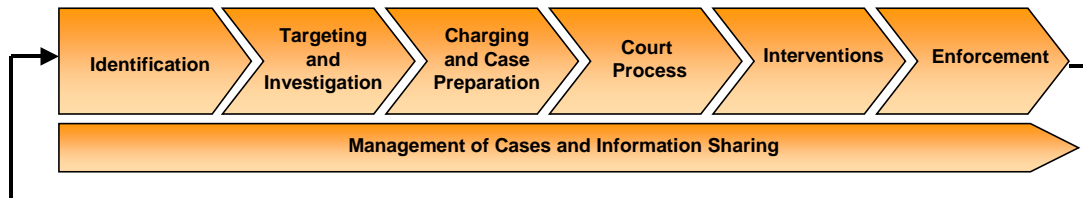
It is inevitable that there will be changes in the policies and procedures that underpin this specification as well as further learning about what constitutes effective practice.

The NCJB will ask the OCJR to carry out periodic reviews of the national specification to ensure that it remains relevant and appropriate. This will have implications for local agreements, but LCJBs should in any case be subjecting their own agreements to periodic review to ensure that they are maximising effectiveness.

2. Overview of the PPO Premium Service

2.1 Stages of the Premium Services

The specification is organised around the key stages a PPO would go through in the Criminal Justice System:



2.2 Structure of the document

Section 3 summarises the arrangements that should be in place for the identification of PPOs and information sharing between agencies. It also describes the role that should be played by CDRPs and CSPs in the premium service.

The remainder of this document is then structured around the requirements for individual agencies:

- Police
- Crown Prosecution Service (CPS)
- HM Courts Service (HMCS)
- National Offender Management Service (NOMS) covering the National Probation Service (NPS) and HM Prison Service (HMPS)
- Youth Offending Teams (Yots)

2.3 Summary of the Premium Service

The diagram on the next page represents a summary of the premium service, showing where the contribution of the different agencies falls and how the different contributions fit together to deliver the overall ambition.

It is not a comprehensive view of all the requirements on agencies – for which the remainder of this document is required.

	Identification	Targeting and Investigation	Charging and Case Preparation	Court Process	Interventions	Enforcement
All agencies	<ul style="list-style-type: none"> • Identification based on the National Intelligence Model together with information from other agencies. The list should be shared with all relevant agencies. • All agencies should determine robust arrangements for flagging cases through their own systems and processes. • A multi-agency case management process should determine strategy for individual PPOs, monitor progress and ensure information is shared between agencies. • Information sharing protocols should be in place. 					
Police	<ul style="list-style-type: none"> • Flag PPOs on force intelligence, custody and administrative systems, JTrack and PNC. • Ensure custody officers are briefed and can flag PPO cases 	<ul style="list-style-type: none"> • Robust intelligence packages • Comprehensive targeting plans feeding into tasking and coordination process • Comprehensive investigative strategy 	<ul style="list-style-type: none"> • NFA decisions following arrest require approval • Drug testing on arrest whenever appropriate • Maximise TICs • Presume no police bail 	<ul style="list-style-type: none"> • Joint evaluation of outcomes under PTPM • Apply Criminal Case Management Framework • Enhanced case review • PPO results on JTrack within 7 days 		<ul style="list-style-type: none"> • Prioritisation of warrant execution (Category A) • Input to HDC decisions and license conditions
CPS	<ul style="list-style-type: none"> • Flag PPOs on Compass and case file documents 		<ul style="list-style-type: none"> • Full history shared • High quality case-building scheme • Use of statutory charging scheme • NFA, charge reduction or discontinuance decisions should be referred for advice 	<ul style="list-style-type: none"> • PYO procedures for youth PPOs 		
HMCS	<ul style="list-style-type: none"> • Flag PPOs on Court outcome documents (warrants, orders) • Rapid communication of outcomes (Bail within 24 hrs) 			<ul style="list-style-type: none"> • Fast track listing for PPOs pleading or found guilty • Rapid listing of not guilty cases subject to other demands • Arrangements for rapid communication of results 		<ul style="list-style-type: none"> • Notify police of FTA warrants within 1 working day • Prioritisation of PPO community order breaches and outstanding fines/compensation payments
NOMS	<ul style="list-style-type: none"> • Flag on CRAMS or other community case management systems • Flag on LIDS in custody • Notify home agencies at least 28 days in advance of release (including HDC/ROTL) 			<ul style="list-style-type: none"> • Full case history in PSRs • Seek to prioritise for intensive supervision requirements 	<ul style="list-style-type: none"> • Experienced Offender Manager appointed • Rapid completion of training plans based where possible on full OASys assessment • Priority access to appropriate programmes. 	<ul style="list-style-type: none"> • Rigorous enforcement of community orders • Fast-tracking of enforcement / recall process
Yots	<ul style="list-style-type: none"> • Flag on case management systems 			<ul style="list-style-type: none"> • PYO procedures for PPOs • Full case history in PSRs 	<ul style="list-style-type: none"> • Experienced supervisor • Access to ISSP if eligible; equivalent rigour and intensity if ineligible • Training plans completed within 5 days of sentence • Priority access to appropriate programmes 	<ul style="list-style-type: none"> • Rigorous enforcement of community orders with fast-tracking of breach where appropriate



3. Identification of PPOs and general information sharing

CDRPs and CSPs were required to take the lead in ensuring that PPO schemes were set up in each area, within a framework determined by LCJBs. In particular this covered the process for identifying the original list of PPOs for that area.

As partnership bodies, featuring representatives of many of the key agencies, they also provide a forum for ensuring the continued coordination between agencies, on which the PPO strategy depends.

3.1 Identification

- The process for identifying PPOs should be based on the police National Intelligence Model but should also take account of information from other sources such as probation and Yots.
- It is essential that the list of PPOs is communicated to all relevant agencies. JTrack provides one important mechanism for this and needs to be updated in a regular and timely fashion by agencies with access to it, in accordance with the data recording standards. It is also critical that each agency determines robust arrangements for flagging PPO cases within its own operational processes.

GOOD PRACTICE: FLAGGING

Flagging PPOs on case files and information systems is key to ensuring that a premium service can be provided throughout the system. Ensuring that all staff and all agencies achieve a continuity of focus on PPOs as they pass through the system has proved a challenge in many areas and prompted a range of solutions.

The West Midlands LCJB set up a Flagging Task Group to improve their flagging of PPO cases. The group undertook an audit and found that:

- the most effective way of flagging PPO cases was on the charging form, the MG4, because it is used by each agency (police, CPS, courts, probation, prisons) as the offender progresses through the criminal justice system.
- but no single solution was sufficient, so the task force also identified a set of actions for individual agencies to ensure cases were flagged successfully, as described below, constituting a useful guide for other areas.

Agency	Action
Police	<ul style="list-style-type: none"> • Flag PPO status on the MG4 form with pre-printed marker or "PPO Premium Service" stamp • Flag PPO status on PNC using LX marker • Register PPO on JTrack
CPS	<ul style="list-style-type: none"> • Flag advance disclosure documents • Flag PPO status on internal information systems • Update JTrack with PPO case results
Courts	<ul style="list-style-type: none"> • Stamping of all court orders for probation and Yots with "PPO Premium Service" stamp

3.2 Case Management and Information Sharing

- At the heart of the PPO model is some form of multi-agency case management process that determines the strategy in relation to individual PPOs and monitors progress. CDRPs / CSPs should ensure that the right agencies are represented and that procedures existing for sharing information with those who cannot attend.
- To support this, it is a responsibility of the CDRP / CSP to ensure that appropriate information sharing protocols have been signed between relevant agencies.

GOOD PRACTICE: INFORMATION COORDINATION AND COMMUNICATION

In Lancashire, Leicestershire, Thames Valley, West Midlands and West Yorkshire, PPO teams have dedicated people devoted to the task of information coordination and exchange on PPO cases. This role significantly enhances the flow of information between agencies and was believed to improve the effectiveness of PPO premium service activities. The role included:

- Coordinating intelligence profiles based on multi-agency information for regular dissemination to multi-agency partners.
- Keeping a running list of where particular PPOs are in the criminal justice system (community, custody, court process).
- Liaising with courts and prisons on important day-to-day and longer-term information (bail decisions, sentences, prison release dates) and disseminating this information to multi-agency partners.

3.3 PPO Scheme self-assessment

- Individual PPO schemes will be requested to oversee periodic self-assessment exercises, at the request of the Government Office. They should ensure that this includes testing agencies' compliance with the Premium Service and the results should be passed to the LCJB for that area, who have the responsibility for the premium service across the criminal justice area.

3.4 PPO Champions

- Each agency should designate a senior officer to be responsible for the premium service in their agency.

4. Guidance for the Police

The police have a critical role to play in delivering the Catch and Convict elements of the PPO premium service by working with other agencies to identify and agree PPOs, proactively target them, and bring them to justice through high quality investigation, rigorous warrant enforcement and ensuring file quality in the progression of PPO cases through the criminal justice system. Although LCJBs are responsible for the Premium Service, Chief Officers may also want to discuss the PPO Strategy with their police authority. Police authorities will wish to ensure consistency with other local policing priorities, agree allocation of resources to the strategy and put in place appropriate performance monitoring arrangements.

Targeting prolific offenders is an integral part of intelligence-led policing and supports police aims and objectives to reduce crime, improve sanction detection rates and the number of offences brought to justice, and increase public confidence.

All forces should ensure they have a comprehensive strategy in place for making their contribution to the PPO strategy, including appropriate supervisory oversight of PPO cases and development of robust targeting, investigative and case management plans that consider the full range of tactical options. Its effectiveness should be assessed as part of a force's internal performance management and compliance arrangements.

The police should also ensure that they are represented at strategic CJA-level PPO meetings and operational CDRP-level meetings. At operational-level meetings, the police are encouraged to liaise with the CPS to present a "prosecution-team" approach, if CPS attendance is not possible.

4.1 Targeting and Intelligence

4.1.1 Intelligence-led identification of PPOs

- Police intelligence units should undertake detailed analysis to contribute to the multi-agency processes established in each scheme for identifying PPOs.
- Once PPOs have been agreed, police intelligence units should develop robust intelligence packages, relying on NIM and multi-agency information, updated regularly. These should include collection plans that are regularly analysed.
- PPO status should be flagged prominently on police intelligence systems, the PNC (using the LX marker), custody and administrative IT systems. These should be regularly updated, and removal of PPOs also kept up-to-date. It is recognised that the LX marker is

not the preferred long-term solution to PPO flagging on PNC, but provides a useful mechanism for increasing the chances that PPOs from out-of-area are identified whilst changes to PNC are being considered. JTrack also enables forces to identify PPOs that are being targeted by other areas.

GOOD PRACTICE: POLICE INTRANET NOMINAL BRIEFING SYSTEMS

London Enfield borough, West Yorkshire and Essex have overcome the difficulties of flagging PPO cases in PNC by incorporating PPO lists and profiles on police intranets. This practice has been essential in ensuring the availability of PPO status in custody suites, patrol teams and units tasked with executing actions on PPO cases.

4.1.2 Targeting activities

- Targeting plans should be developed for all PPOs, working in conjunction with other agencies wherever possible. These should consider the full-range of options for disrupting offending, providing intensive engagement and support, and responding rapidly and robustly to any suspected offending.

GOOD PRACTICE: INTENSIVE SUPERVISION

Some very significant benefits are accruing in areas from the joint working of police and probation in managing and targeting PPOs in the community through intensive supervision. Police-probation teams in Leicestershire jointly conduct day-to-day supervision, home visits and contacts with PPOs. In Merseyside, offenders on the PPO Scheme are required to have four weekly contacts with the joint police-probation targeting team. The joint probation and police scheme in a part of Thames Valley ("Project Iris") intensively targets PPOs and is integrated into police tasking and co-ordinating procedures.

4.2 Patrol

- Actions from PPO targeting plans should be routinely fed into operational tasking and coordination processes, and should be prioritised where possible in the light of operational pressures, ensuring rigorous enforcement of non-compliance with bail and licence conditions.

GOOD PRACTICE: LINKS TO SCREENING PROCESS

In Thames Valley, PPO names are provided to the force command and control centre, and they are expected to report incidents to the dedicated PPO team ("Iris") if a suspect's description matches that of a PPO.

- Police on patrol should maximise intelligence gathering opportunities on PPO cases.
- Patrol officers should carry out regular checks on bail conditions and curfew for PPOs.

4.3 Investigation

- An investigative strategy should be agreed between the investigating officer and the appropriate supervisory officer for all incidents involving a PPO suspect.
- An experienced officer should be assigned to investigate any incident involving a PPO, and a supervisory officer should ensure that Levels 1 and 2 of the Professionalising Investigation Programme (PIP) standards are consistently applied. Particular priority should be given to pursuing immediate lines of enquiry.
- The strategy should consider all investigative options, including crime scene management, fast-tracking of DNA or other forensic options, and priority follow-up after a positive forensic investigation.

4.4 Charging and Case Preparation

- The custody officer is critical to the identification of PPOs arrested following an incident, and all forces should ensure that they are regularly briefed on PPO names.
- Arresting and custody officers should check for PPO status on PNC or custody system records, and mark the file accordingly.
- Where available, a mandatory drug test must be conducted on all PPOs who have been charged with a trigger offence. In addition, where a PPO has been charged with a non-trigger offence and Class A drug misuse is suspected, using existing Inspector's discretion, there should also be a presumption in favour of testing the individual.
- When testing on arrest provisions under the Drugs Act 2005 are implemented, a mandatory drug test must be conducted on all PPOs who have been arrested with a trigger offence. Again, where a PPO is charged with a non-trigger offence and Class A drug misuse is suspected, using existing Inspector's discretion there should be a presumption in favour of testing the individual.
- Interviewing officers must be fully briefed on the case history of PPOs in order to maximise the chances of bringing a robust case forward.

- Every effort should be made to ensure that the totality of the PPO's offending is brought before the court. As prolific offenders, PPOs are likely to be responsible for a significant number of offences which means that it will be important to identify offences to be taken into consideration (TICs) for reasons of public confidence, victim satisfaction and maximising the number of offences brought to justice (OBTJ). Interviewing officers should directly address and maximise TIC opportunities during the course of interviews, utilising the full offending history and intelligence profile of the offender.

GOOD PRACTICE: MAXIMISING TIC OPPORTUNITIES

In West Yorkshire, the police force has a proactive stance towards detecting and prosecuting TICs, embodied in their "Cleanslate Policy". Arrested offenders must be served a CID 32 form upon arrest, explaining TICs and giving them the opportunity during interview to admit other offences which may not be subject to additional charging. In other Areas, PPOs receive a separate TIC interview, in which they are given the chance to admit to other crimes.

- PPO cases should receive a prioritised service under the statutory charging scheme, in line with the Director's Guidance. This should mean that the Investigating Officer and CPS lawyer should jointly discuss the objectives to be achieved in the case and agree a prosecution and case management strategy, with clearly recorded actions.
- PPO status should be flagged by a prominent marker and by the officer in charge to the CPS. This should mean that the PPO status should be flagged on the front file cover, front information sheet (MG1), summary details sheet (MG3) and charge sheet (MG4). The charge sheet is the primary means by which PPOs will be identified to court staff and so it is critical that this sheet be checked before completion.
- A full offender history (including pre-convictions, bail history, intelligence packages, and multi-agency information) should be shared with CPS at the point of seeking pre-charge advice.
- Decisions to take "no further action" should be approved by the appropriate police supervisory level (evidential review officer, gatekeeper or supervisory equivalent).
- Robust tools for case preparation should be included in all PPO cases, including the utilisation of victim impact statements, intelligence profiles, "bad character" provisions, and witness availability reports.

- Specific quality oversight from a DS or a specialist casebuilder should be applied to all PPO file building.
- There should be a presumption against use of police bail for PPOs. Remand or conditional bail will be sought for all PPO cases, and the need for bail supervision addressed. Police should input proactively to the process (whether in person in court, in writing, or through remand and bail applications).
- Case details, including updating the scheme history, arrests, summons, charges, TICs, cautions and NFAs, should be entered on JTrack promptly and in accordance with data recording standards (within a maximum of 7 days).

GOOD PRACTICE: CASE PREPARATION

Many police CJUs have case preparation advisers and casebuilders who provide enhanced quality assurance for case files before they progress from the police through the criminal justice system. Several PPO schemes have been successful in utilising existing resources to apply extra quality checks to PPO files as part of premium service, thus ensuring that cases brought forward and charged are legally sound and robustly documented.

In Leicestershire's Western BCU division, five dedicated case preparation advisers are available through Project Capture, an initiative focused on core crime. These advisers provide specialist advice and input into PPO interviews, investigations and planned arrests. Their remit is to ensure that:

- a) evidence is gathered and intelligence assembled prior to interview,
- b) the case file is accurate, complete and legally sound,
- c) interviewing officers and OICs are aware of the full case history, current intelligence and useful lines of questioning to bring charges most effectively,
- d) crime descriptions are robust and charges are accurate and appropriate,
- e) all current PPO multi-agency intelligence is incorporated in the arguments put forward in the case file.

This quality assurance process has proved useful in extending officers' casebuilding skills and in presenting the most sound and effective case to CPS and the courts. The process is now being moved further upstream to the pre-charge stage.

GOOD PRACTICE: USE OF CONDITIONAL BAIL

Most areas recognise the importance of pursuing remand and conditional bail applications for PPOs. Some areas are experimenting with bail conditions to find the most effective ways of managing PPOs awaiting trial. Bradford, in West Yorkshire, is beginning a Pilot scheme to test the effectiveness of stringent bail conditions for PPO cases. Recognising that remand is not always appropriate in all cases due to capacity constraints, the Pilot will automatically recommend PPOs for conditional bail with a tagging requirement carried out by Securicor.

- The Crime Manager should review PPO cases with the CPS Unit Head as part of their regular meeting under the Prosecution Team Performance Management (PTPM) process.

4.5 Enforcement

- Forces should prioritise the enforcement of warrants issued against PPOs – automatically according them “Category A” status or equivalent grading in line with the ACPO/CJS Warrant Priority Matrix.
- Local arrangements between court staff and the police should be developed to enable PPO leads in the force to be informed of court outcomes involving PPOs as soon as possible after the hearing.
- The police should be consulted over licence conditions for PPOs released on licence from prison and on proposals to release PPOs on Home Detention Curfew. The police should ensure that mechanisms are in place in each force to ensure that they can respond to such requests promptly and comprehensively.

5. Guidance for the Crown Prosecution Service

The Crown Prosecution Service has the responsibility of assessing the merit of any case brought for charge, and prosecuting offences before the court. As such, it plays a crucial role in ensuring swift case progression and securing successful prosecutions of PPOs. It will prioritise the handling of PPO cases.

All Chief Crown Prosecutors should ensure they have procedures in place for developing an effective approach to the CPS handling of PPOs, and on-going monitoring.

The CPS should ensure that they participate at CJA-level meetings on the PPO strategy to be adopted in each area. Where attendance at CDRP or BCU-level inter-agency meetings is not possible, they should liaise with the police to ensure that a “prosecution team” approach is presented at such meetings.

5.1 Charging and Case Preparation

- PPO cases should receive a prioritised service under the statutory charging scheme, in line with the Director’s Guidance. This should mean that the Investigating Officer and CPS lawyer should jointly discuss the objectives to be achieved in the case and agree a prosecution strategy, with clearly recorded actions.
- There should be a presumption that referral arrangements in place locally for advice on complex or serious matters should be used if the CPS is minded to make a decision to NFA, reduce the charge or discontinue a case involving a PPO.
- PPO files and case documents should be marked accordingly before proceeding into the court process, particularly on the front file cover, front information sheet (MG1), summary details (MG3) and on charge sheets (MG4). The charge sheet is the primary means by which court staff will identify PPO cases, and so CPS lawyers should check that this form is completed fully when reviewing the case.
- The CPS will also want to ensure that all duty prosecutors have an up to date PPO list.
- All PPO cases should be marked as PPOs on Compass.

5.2 Court Process

- Cases should be allocated to lawyers with the appropriate skills and experience.

- The CPS should aim to be ready to proceed at court when a case receives expedited listing under any locally-agreed policy.
- Trials involving PPOs should proceed under the Criminal Case Management Framework (where in place).
- For PPOs who are youths, case management arrangements that are in place for PYOs should apply.

GOOD PRACTICE: FLAGGING PPO CASES TO THE CPS

One area is trying to bridge the gap in flagging between police and CPS. In London's Camden borough, a CPS representative is actively involved in the monthly PPO Case Management meeting, regularly receives the updated PPO profile and list, and is familiar with local PPO cases. To overcome any file flagging challenges, she tries to regularly notify CPS lawyers when they are assigned PPO cases. Other areas ensure that officers in charge of a PPO case notify CPS of its status at the point of seeking pre-charge advice. Other areas, such as Leicestershire, use JTrack as an essential tool in monitoring PPOs and their progress through the criminal justice system.

- Enhanced case review should be applied throughout the case.
- The Unit Head should review PPO cases with the police Crime Manager as part of their regular meeting under the Prosecution Team Performance Management (PTPM) process.
- The breadth, extent and gravity of PPO criminal activity should be brought to the attention of the court by pursuing all admitted offences by way of charge or TIC.
- PPO case results, including finalisations, TICs accepted and charges laid at court, should be recorded on JTrack within 7 days of the end of the case.
- Evaluation of PPO case outcomes should be prioritised within the Prosecution Team Performance Management mechanisms between the police and CPS. Cases that result in cracked and ineffective trials should be reviewed under the Criminal Case Management Framework.

GOOD PRACTICE: POLICE-CPS APPROACH TO PPOs

In Leicestershire Criminal Justice Area, the police and CPS are drawing on the success of other initiatives to target core crime in order to develop further targeted approaches to this offender population, which includes PPOs. Plans are in place in the Central district to establish a dedicated prosecution team made up of police and CPS to focus exclusively on core crime cases, which is expected to have an impact on PPO prosecutions.

5.3 Performance monitoring

- All PPO cases should be flagged on receipt by CPS on Compass.
- The monthly report prepared by CPS HQ will compare the number of PPO offences charged by police on JTrack with the number of PPO cases registered by CPS on Compass.
- The monthly report will also monitor CPS compliance with the seven-day data recording standard.

6. Guidance for HM Courts Service

Courts have a role in ensuring that PPO cases are dealt with in an efficient and effective manner, and in particular that unnecessary delays and adjournments are avoided. Additionally, court staff can fulfil a valuable administrative function in expediting notifications of court outcomes and PPO status to appropriate partners within police, probation and prisons.

6.1 Court Processes

- The primary means of identification of PPO cases for court staff should be from the charge sheet, which should have a prominent PPO marker. Court staff are also encouraged to work with inter-agency partners to be provided with lists of PPOs in each area, but this should not be seen as the primary mechanism of identification.
- PPOs should be flagged by court staff on CREST for those cases in the Crown Court.
- All court staff should ensure procedures are put in place that enables court staff to identify PPO cases. This could include marking PPO status on the case file, provided it is not visible to magistrates or judges.
- Trials involving PPOs will proceed under the Criminal Case Management Framework (where in place).
- For PPOs who are youths, case management arrangements in place for PYOs should apply.

6.2 Listing

- The listing of PPO cases will be undertaken in accordance with guidance issued by LJ Thomas on 12 April 2005. The key points of this guidance are as follows:
 - In those cases where the defendant (alleged to be a PPO) pleads guilty or is found guilty, there is little difficulty in ensuring that he is sentenced as quickly as possible.
 - where a person is alleged by the prosecuting authorities to be a PPO and pleads not guilty, in most courts, the issue should not cause any difficulty, as a court will wish to deal with all its cases as speedily as possible. In most cases a person alleged to be a PPO is likely to be in custody and the normal rules for expediting such cases will deal in almost all cases with any issue of expedition.

- In those courts where this is not the case, or where the person alleged to be a PPO is on bail, it must be for the court to decide upon the competing demands of the business before it – such as the need to try cases involving child witnesses quickly. The speedy trial of a person on bail who has a long record of offending is highly desirable, as there is an obvious risk of further offending.
- For this purpose, therefore, it may be permissible to identify to the listing officer (and, if need be, to a judge or magistrate who is not going to try the case) the fact that the person is alleged to be a PPO so that the case can be dealt with in accordance with the considerations laid down by the court in its listing practices.
- Given the small number of PPOs that are likely to be in the courts at any one time, it is hoped that such cases can be dealt with expeditiously.

GOOD PRACTICE: LISTING

Courts pursue a variety of approaches to prioritising listing for PPO cases, from applying time limitations to holding specific times in the court schedule for PPO cases to be heard. In London, the courts have reached an agreement to list PPO trials within a normal maximum of 42 days of a not guilty plea. Additionally, Crown Court centres in London have agreed to apply the same standards as currently apply for PYO premium service cases, namely to process PPO cases from arrest to sentence within 180 days. Several area magistrates' courts, including those in West Midlands and Essex, are actively holding diary space for PPOs or rearranging listing schedules to accommodate PPO cases.

- Cases that result in cracked and ineffective trials should be reviewed under the Criminal Case Management Framework.

GOOD PRACTICE: LOCAL ADULT CASE PROGRESSION GROUPS

In Humberside, local adult case progression groups operate in a similar manner to those dealing with Persistent Young Offender cases, considering each case individually and agreeing any necessary actions. They report performance and problems to Local Criminal Justice Groups, which in turn consider PPO Case Progression as part of their agenda.

6.3 Sentencing and other decisions

- PPO status should not be communicated to the sentencer but should be flagged (using a PPO stamp or other clear marker) on warrants, prison orders, PSR requests and court outcome information.

- Court staff should communicate bail decisions on PPOs within 24 hours. Whilst it is recognised that it is not possible to prioritise communication of PPO court results from the register, court staff should agree informal arrangements with local PPO teams to ensure they are informed of court outcomes as soon as possible.

6.4 Enforcement hearings

- Court staff will notify the police of FTA warrants for PPOs within one working day, in line with the new national target set by the NCJB (the police will prioritise the enforcement of warrants issued against PPOs – automatically according them “Category A” status or equivalent grading).
- Court staff should ensure that priority is given to PPOs with community penalty breach cases, outstanding compensation payments due to victims and those with multiple fines.
- Courts should take particular account of the Practice Direction issued by the Lord Chief Justice on 22 January 2004 which stated that courts should deal with Bail Act offences as soon as practicable.

GOOD PRACTICE: FAST TRACKING RETURNS TO COURT

In Merseyside, PPO breaches of community order and licence conditions are fast tracked for recall to court and listed within 7 days.

7 Guidance for National Offender Management Service (NOMS)

NOMS has a critical role to play in reducing reoffending by PPOs under the Rehabilitate and Resettle strand, through the application of robust control and the effective delivery of appropriate interventions. NOMS can also make an important contribution throughout the end-to-end process by sharing information about offenders (e.g. from OASys) and contributing to the case management processes.

As the NOMS change programme develops, responsibility for securing the elements of the premium service will increasingly rest with Offender Managers. In the interim, it will be delivered through a mix of prison and probation staff.

7.1 Identification

- Probation (and potentially prison) staff should have an input to the process of identifying and selecting PPOs, to ensure that the process takes account of the maximum available intelligence.
- Each probation area should ensure that mechanisms are in place for identifying PPO status to all staff who come into contact with the PPO. For example, this could in due course consist of the application of a flag on CRAMS or other case management systems.
- The primary means of identifying PPOs to prisons will be on the committal warrant from the court, but the Offender Manager should ensure that the PSR and other relevant information is swiftly transferred to the prison.
- When a PPO attends court from prison, the Prisoner Escort Form (PER) should be updated to inform escorting contractors of any PPO attending court appearances/appeals and presented to the escorting contractors during the discharge process in reception.
- The prison should ensure that mechanisms are in place for the PPO status of an offender to be flagged on LIDS. Where known, the reception and discharge address must be entered. For those PPOs who have no fixed abode, the town and county fields must be completed using the committal court address as a proxy.
- Offender Managers should ensure that schemes have clear processes for considering the removal of PPOs from the scheme, where risk of reoffending has been reduced significantly, and that those processes are followed. CDRPs should ensure that arrangements exist to remove offenders from the scheme if higher priority offenders come on to it, to ensure that numbers on local schemes remain manageable.

7.2 Court processes

- Offender Managers should make representations to the court about requesting a standard delivery Pre-Sentence Report (PSR) for PPO cases, rather than a fast delivery PSR.
- Without revealing a defendant's PPO status to the court (in keeping with the guidance issued by Thomas LJ on 12 April 2005) PSRs should provide a full account of offending, risks and action most likely to reduce risk. The report should draw on as wide a range of information as possible, including case history and intelligence. This may include information from other agencies, including the police, but should be factual and verifiable. Detailed guidance on writing PSRs on PPOs has been issued to probation areas. Areas should ensure that the guidance is followed.
- The allocation of PSRs should be fast-tracked, ideally to the person who will be the Offender Manager for the offender. Where consistent with quality, the production of the report should also be accelerated. Offender Managers should wherever possible avoid seeking further adjournments to complete PSRs.
- In advising the court on the appropriate disposal, Offender

GOOD PRACTICE: POLICE PSR CONTRIBUTION

In Thames Valley, the Iris Project seeks to target offenders, including PPOs, who are involved in acquisitive crime. Police regularly work with Probation to prepare joint pre-sentence reports (PSRs), which provide a full and comprehensive account of offending behaviour and joint recommendations on sentencing options, including the appropriateness of custodial and community sentences. The approach has ensured that comprehensive, high quality information on PPOs is available to the courts in the PSR.

Managers should prioritise PPOs for intensive supervision requirements.

7.3 Interventions - community

- An Offender Manager should be appointed for all PPOs. The Offender Manager should be allocated with the necessary competencies and skills to manage the case. Many PPOs will qualify as Tier 4 offenders, but all PPOs should be managed in a way that enables effective inter agency working regardless of the tier to which they are assigned.
- Sentence plans should be completed within five days of sentence.
- PPOs are likely to pose a high risk of re-offending but may also pose a high risk of harm. If so, Offender Managers should complete

a full risk of harm assessment, risk management plan and OASys within five working days of the commencement of the order or release into the community. In any event, the OASys assessment

GOOD PRACTICE: THROUGH THE PRISON GATES

Thames Valley and London have focused on establishing strong and sustained contact between PPO teams and Prisons. Upon confirming PPO release dates with prisons, local probation officers liaise with prison resettlement teams to address PPO resettlement issues. In addition, police-probation team members meet PPOs at the prison gate upon release to ensure continuity of contact and that appropriate monitoring has been established.

should be shared with partner agencies as part of routine liaison in accordance with locally-agreed protocols.

- Offender Managers should ensure PPOs are given priority access to appropriate programmes to reduce their offending (subject to not undermining work with offenders who present a high risk of harm).
- Offender Managers should share information/intelligence on PPOs with the police in accordance with local protocols.

7.4 Interventions – custody

- Sentence plans should be completed within five days of sentence.
- Prisons must already maintain and update the OASys record of all prisoners serving 12 months or more. Where resources permit, this should be extended to PPOs serving shorter sentences (some Regional Offender Managers have already decided to prioritise PPOs in this way).
- Prisons will prioritise PPO access to appropriate programmes whilst in custody and seek to avoid the movement of PPOs between prisons so that rehabilitative work is not interrupted.
- Establishments must be ready to facilitate the involvement of resettlement in-reach teams from the home locality of PPOs.
- Offender Managers should facilitate consultation with the home police force in relation to the imposition of licence conditions on PPOs.

7.5 Information sharing

- All prison establishments should provide a single liaison point for other agencies on PPO cases.

- As soon as an establishment becomes aware of a PPO in its care, it must inform the designated home police Basic Command Unit (BCU) contact.
- When the release date is known sufficiently in advance, prisons will notify local police and probation (or youth offending teams for young people) 28 days before the release of the PPO. In cases where the determination of a release date and actual release date are less than 28 days apart, the prison should notify the local police and probation as soon as the release decision has been made.
- If a PPO is eligible for release on home detention curfew (HDC), the Offender Manager should facilitate consultation with the police in the home area to contribute to the Governor's decision.
- If a PPO is to be released on HDC the possible date of release should also be notified to the home area. The BCU must also be notified on the day the prisoner is actually released.
- The police should also be informed in advance of any PPO that is released on temporary licence.

GOOD PRACTICE: COMMUNICATION OF RELEASE DATES

The OASys team in Holme House prison regularly issues a spreadsheet to local PPO schemes detailing the PPOs currently in the prison. The spreadsheet includes a countdown function showing how many days remain until the offender is released.

GOOD PRACTICE: POLICE-PRISONS COLLABORATION

Leicestershire's PPO team has developed an effective working relationship with prisons, with a seconded prison officer working within the core crime team. This relationship has allowed police to have an input (almost a 'right of refusal') into prison early release decisions through expressing their case to prison governors.

7.6 Enforcement

- Rigorous enforcement of community order breaches through recall should be applied and prioritised for PPOs, in line with the CJA 2003. As a minimum, National Standards should be complied with, but PPOs should be prioritised for faster timescales as fast-track enforcement schemes develop.

7.7 Performance monitoring

- Performance monitoring processes for NOMS and Offender Managers are still under development.

- A number of key requirements have already been incorporated in Probation and HMPS business plans, ensuring that LCJBs can hold senior representatives to account for delivery.

8. Guidance for Youth Offending Teams

Currently about 12% of PPOs are youths, which means that Youth Offending Teams have a key role to play, mirroring that of Probation colleagues in NOMS. For young people serving custodial sentences, Yot supervising officers also have an important role in communicating PPO status and securing the requirements of the Premium Service. This should be straightforward in the Prison Service YOIs where the requirements are largely the same (allowing for differences in the structure of the Detention and Training Order) but if, on occasions, a youth PPO is sent to a Secure Training Centre (STC) or a Local Authority Secure Children's Home (LASCH), staff in the secure facility are less likely to be familiar with the requirements of the PPO scheme. Yots should actively liaise with relevant STCs and LASCHs to ensure they are aware of a young person's PPO status and what this entails.

Yots also have a critical role to play in relation to the Prevent and Deter strand, which is not covered by this specification. As already mentioned, in due course the intention is to extend it to cover the Prevent and Deter strand, and potentially, to incorporate the contribution of non-CJS agencies to the Rehabilitate and Resettle strand.

8.1 Identification

- Yots should participate fully in the identification process, sharing information with police and other partners, according to local protocols.
- Each Yot should ensure that mechanisms are in place for identifying PPO status to all staff who come into contact with the PPO, including flagging on case management systems.

8.2 Court processes

- Representations should be made to the court to request a full Pre-Sentence Reports (PSR) for PPO cases (rather than SSRs).
- Without revealing a defendant's PPO status to the court (in keeping with the guidance issued by Thomas LJ on 12 April 2005) PSRs should provide a full account of case history and be informed by intelligence and recommendations of multi-agency partners.
- PSRs should be fast-tracked where possible, both in their allocation and writing. The majority of youth PPOs will also be PYOs so the PYO time target of 10 working days should apply.

8.3 Interventions

- PPO cases should be allocated to experienced supervising officers.

- Risk of Serious Harm assessments should be carried out alongside Asset for all PPO cases and the results should be shared with partner agencies via overall case management procedures.
- Training plans should be completed within five days of sentence.
- Interventions should continue to be appropriate to risk and need but, if the original targeting is appropriate, many PPOs are likely to be appropriate for the Intensive Supervision and Surveillance Programme (ISSP). Where they are eligible for ISSP, they should be prioritised for a place but, if they are not eligible, Yots should apply the learning and quality standards from ISSP to provide a programme of equivalent rigour and intensity.
- Supervising officers should ensure PPOs are given priority access to appropriate programmes to reduce their offending (subject to not undermining work with offenders who present a high degree of danger).
- Supervising officers should share information/intelligence on PPOs with the Police in accordance with local protocols.

8.4 Enforcement

- Rigorous enforcement of community order breaches should be applied for PPOs. Where fast-tracking protocols have been agreed for getting ISSP breaches back into court, these should also apply to PPOs.

8.5 Performance monitoring

- Youth Justice Plans for 2005/06 include intensive interventions – covering ISSP and PPOs - as one of the key delivery themes for Yots.
- YJB regional managers should advise LCJBs on how best to hold Yots to account for their performance.